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ABSTRACT

This brief pamphlet describes the administrative structure of education in New Zealand. A listing of the administrative functions of the Department of Education and of the general responsibilities of the officers and descriptions of the divisions and sections of the Department are included. Brief accounts of various professional and lay governing boards are given. A general explanation of education financing concludes the document. (DW)

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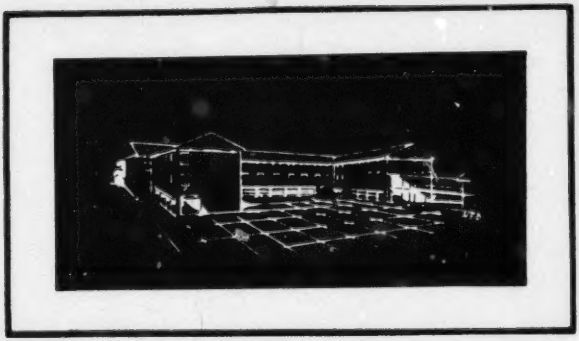

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THE ADMINISTRATION OF EDUCATION IN NEW ZEALAND

Introduction

The present administrative structure of education in New Zealand has evolved gradually since the passing of the first National Education Act in 1877. However the Education Act passed in 1964 provides the main legal basis of the present system, the responsibilities of the Department and of the controlling authorities of all state financed schools and colleges. The powers and functions of the universities and of the University Grants Committee are given legal authority in the Universities Act 1961 and the separate Acts relating to each university.

In addition to these nine Acts there are thirteen public acts and some thirteen local Acts (most of which relate to individual secondary schools) and fifty Regulations administered by the Department of Education. There are also some twenty-five Acts applicable to the Department which are administered by other Government Departments.

The Department

In addition to administering the Acts and Statutory Regulations on behalf of the Minister of Education, the Department has, in brief, the following functions;

to provide administrative and professional leadership; guidance and services, to exercise a certain degree of control, and, as the agent of the Government, to channel finance to the controlling authorities.

In more detail, these functions are to:

- Determine educational policy;
- Advise the Minister and the Government on policy matters;

- Distribute the funds voted annually by Parliament;
- Provide a central servicing system for the whole administrative structure;
- Ensure that standards are maintained on an equitable basis;
- Devise curricula for State primary and secondary schools;
- Authorise the courses of instruction in technical institutes and in teachers colleges;
- Determine staffing provisions in schools and educational institutions;
- Authorise the organisation of schools;
- Conduct the School Certificate and Diploma in Teaching examinations;
- Administer the Correspondence School and State special schools;
- Register private schools;
- Advise and assist pre-school education;
- Take a major responsibility for the recruitment and training of teachers, including in-service training;
- Organise and supervise the planning and construction of school buildings;
- Establish secondary schools, teachers colleges and technical institutes;
- Make national provisions for stores and equipment;
- Furnish and equip secondary and special schools, teachers colleges and other educational institutions;
- Award student and teacher bursaries, and boarding allowances;
- Authorise school transport systems;
- Publish materials for both pupils and teachers;

. Conduct research and provide educational statistics;
. Provide staff for the secretariat of such bodies as the National Commission for UNESCO;

The Department also has the power to:

. Prescribe the allocation of funds and set fees.
. Appoint, under the State Services Act 1962, officers and employees to carry out the purposes of the Act.
. Certificate teachers.
. Make salary determinations.
. Control the inspectorate.

The Minister of Education has control and direction of the Department. He is an elected member of Parliament and his selection for the ministerial post is a matter for the political party which has a majority in Parliament. It is the Minister, with the advice of the officers of the Department, who formulates education policy subject to the approval of the Cabinet and of Parliament.

Responsible to the Minister is the permanent head of the Department, the Director-General, who is a member of the Public Service. The general administration of the Department is in the hands of the Director-General. It is his responsibility to see that the Government's educational policy is carried out.

To effect its functions, the Department is at present organised into two main streams, administrative and professional. Because of the nature of the functions the two streams are considerably interlocked.

The Director-General is assisted in his duties by an Assistant Director-General who is responsible for the

professional functions of the Department, and an Assistant-Director General (Administrative) who is responsible for the administrative functions of the Department.

The Assistant Director-General (Professional) has a number of senior officers who are responsible to him for the supervision of various levels and aspects of education. These include the Director (Special Duties), the Director of Primary Education, the Director of Secondary Education and the Director of Technical Education. The three Regional Superintendents and the Chief Research and Planning Officer are responsible directly to the Director-General. Responsible to the Assistant Director-General (Professional) is the Superintendent of Curriculum Development who heads the Curriculum Development Unit. This unit consists of eleven permanent professional officers working in such areas as mathematics, social studies, languages and so on. The Superintendent of Special Services is responsible for a group including national advisers in some curriculum subjects, the Special Education Services - which are concerned with psychological services and provision for backward and gifted children, the School Publications branch which produces material for both pupils and teachers, the pre-school services and the vocational guidance section. There are also professional officers responsible for Maori and Island Education and for teacher training.

The Directors of Primary and Secondary Education are both concerned with the correspondence school, and each has a number of teams of Inspectors of Schools in a number of districts. Within the primary service there are ten District Senior Inspectors, corresponding to the education boards.

each with a team of senior and staff inspectors the size of which varies with the size of the education boards district. There are four District Senior Inspectors of Secondary Schools, one located at each of the Regional Offices of the Department, and one at Hamilton. The team of technical inspectors is located at Head Office.

The Assistant Director-General (Administrative) has control of the administrative services within the Department which are divided into five major divisions known as special duties, administration, buildings, divisions and finance. These are headed by Chief Executive Officers and staffed by a number of officers organised at various levels in divisions and sections.

(1) Special Duties - This division is responsible for the legal section, office organisation and inspection and general co-ordination.

(2) Administration - This division has responsibility for clerical staffing in the department and its regions, training, public relations, publicity, UNESCO, bursaries and the Departmental library.

(3) Buildings - This division is concerned with school buildings, their provision, planning, development and equipping.

(4) Divisions - This division is concerned with matters relating to teachers (salary arbitration, grading, classification, bonding, etc.) to examinations, and to school transport.

(5) Finance - This division is concerned with the distribution of funds to various education bodies.

The division is also responsible for the preparation of the Department's Annual Estimates of Expenditure.

As well as the head office of the Department situated at Wellington, there are three regional offices situated at Auckland, Wellington and Christchurch. A similar general pattern exists in these regional offices, each of which is headed by a Regional Superintendent and assisted by a Regional Executive Officer. These regional offices exist to ensure a measure of decentralisation in the work of the Department.

Education Boards

Although the Department has general control over education on a national basis, district control of primary education is vested in the ten education boards. These boards are statutory bodies, and their members are elected by the school committees within the board districts.

The functions of the boards relate to primary, intermediate district high and area schools. These are to:

- establish school districts
- establish, maintain and control the above schools
- build school residences
- distribute grants
- employ teachers
- furnish and equip the schools
- devise school transport systems
- advise the Minister and the Department on the educational needs of the board district
- provide the Minister with an annual report

- arrange for the selection of teachers college students
- provide planning and supervisory services for building or ground work for other educational institutions.

School Committees

At the local level, each state primary school has a school committee which is a statutory body elected biennially by parents and householders in the area served by the school. As stated earlier, it is by members of the school committee that Education Board members in turn are elected.

The functions of school committees, subject to the general supervision and control of the education board, are to:

- manage the school properly
- provide for cleaning, heating, sanitation and minor maintenance
- expend the grants made to it
- allow the use of the grounds and buildings in out-of-school hours
- permit religious instructions
- in some cases, appoint teachers of sewing
- report annually to the education board.

Secondary School Boards

In general, secondary schools are placed under their own individual boards. These local education authorities have the full control and management of their schools. Secondary school boards usually consist of from 9 to 11 members including at least one representative of the district education board, and at least five members elected by parents of pupils attending the school. The remaining

members may comprise representatives of local organisations interested in the work of the school, such as school committees, old pupils' associations and local corporations.

The functions of the secondary schools boards of governors include

- control and management of schools
- expenditure of grants made to it
- employment of teachers
- conducting boarding hostels (in some cases)
- provide the Director-General with an annual report.

In some cities secondary school boards group to form secondary school councils which provide secretarial and accounting services to their members.

Teachers College Councils

Teachers Colleges were originally administered by the local education boards but are now controlled by independent teachers college councils. In the Auckland are the four colleges are administered by one council, but elsewhere each college has a council of its own. Members of the councils represent organisations concerned with education and are appointed by the Minister.

The functions of teachers college councils are to -

- control and manage the colleges
- expend the grants made to them
- employ professional staff (principal and vice-principal subject to the approval of the Minister)
- supervise and pay the students
- recommend approval of courses of instruction
- supervise the academic and professional training given

- award a college diploma
- plan and supervise building programmes

Technical Institute Councils

Technical institutes are a recent development in New Zealand and as they were established by the separation of senior technical education from certain secondary schools, they were controlled initially by secondary school boards. Most institutes now have their own councils or boards whose members represent educational, industrial and commercial interests.

The functions of Technical Institute councils are to -

- control and manage the institute
- expend the grants made to it
- employ professional staff
- pay students bursaries
- develop courses of instruction
- recommend development programmes
- in some cases, award certificates

The Council's employ their own administrative staff and can make bye-laws.

University Grants Committee

The University Grants Committee was set up under the University Act 1961. Its primary function is to advise the Government of the needs of New Zealand for university education and research. It determines the allocation of grants which it recommends for appropriation by Parliament and, through various committees or boards, it awards

scholarships, makes grants for research, determines conditions of entry and co-ordinates the development of courses for degrees and diplomas.

The functions of the University Grants Committee are to-

- advise the Minister of the needs of New Zealand for university education and research
- recommend appropriations to Parliament
- determine the allocation of grants
- determine conditions of entry to university
- authorise courses for degrees and diplomas
- award scholarships and research grants

Voluntary Organisations

Voluntary organisations also play their part in the system of education. Among these organisations are the private schools, the free kindergartens, play-centres, and parent-teacher associations.

Private schools are conducted either by religious bodies, by private individuals, or by other organisations. The majority of private schools are conducted by the Roman Catholic Church. In general, the only form of control exercised by the Department in these schools is that they must all be registered. This means that the schools must be maintained at a standard stipulated by the Department and are subject to inspection by the Department.

At the pre-school level, the Department does not exercise direct control. Educational institutions at this level are controlled either by the Free Kindergarten Associations or by the Play-Centre Associations. However these voluntary organisations rely on public funds which are made

available by the Department on carefully defined conditions.

The Parent-Teacher Associations, formerly confined mainly to the primary schools, are now also an important element in the secondary system. Most of these organisations developed from activities associated with fund raising and the provision of amenities for the schools on a voluntary basis, but today their activities often include discussions on pupil problems, curriculum and method and other school problems.

Semi-Independent Bodies

A distinctive feature of the administration of education in New Zealand is the wide and varied use of committees. In many cases these committees represent different groups deeply involved and interested in education, who are often consulted before Departmental decisions are made on educational matters.

These bodies include - The Advisory Council on Educational Planning, The National Council of Adult Education, The Vocational Training Council, The Technicians Certification Authority, The Trades Certification Board, The National Advisory Committee on Maori Education, The Education Boards' Employment Review Committee, The Education Service Committee, The Central Advisory Committee on the Appointment and Promotion of Teachers.

The Education Boards' Association, the Secondary School Boards' Association, and the Technical Institutes Association also play their part in policy formation. The teachers' organisations such as the New Zealand Educational Institute (representing teachers in primary schools), the Post-Primary

Teachers' Association, and the Association of Teachers in Technical Institutes are also consulted on matters in which they have an interest.

Organisations such as the statutory bodies discussed earlier are often involved in the discussion of professional and administrative matters and the Department takes their opinions into consideration in reaching decisions. Thus it is that the views of those directly and indirectly concerned with education are heard and considered by the Department before decisions are made on educational issues.

The Financing of Education

In general, the Department's role as described above is partly determined by the fact that there is no local rating for education in New Zealand and that nearly all expenditure on public education is from funds provided centrally through the Department. All funds spent on public education come from Government sources except for a small percentage from private sources. This includes examination fees, rents from Department lands, etc. Funds raised at the district level by education boards or at the local level by school committees, parent-teacher associations or secondary school boards are not included in Departmental expenditure figures. These funds are entirely controlled by the above organisations. Private schools, of course, have their own funds from which they draw for their educational expenses, but they are assisted by Government grants.

The total annual vote for education depends largely on general Government budgetary considerations, particularly the cost of maintaining established services. During recent

years there has been a sharp rise in the proportion of expenditure on education. For example the allocation of funds for education rose from 7.5% of the total Government expenditure in 1950/51 to 16.4% in 1971/72. Education now costs the taxpayer more than $1 million a day. The fall in money values and the great increase in rolls have been major causes of this rise in expenditure.

The distribution of funds to various education bodies is made on the authority of regulations and Government policy decisions. Education boards receive funds for the administration and running costs of primary schools, district high schools, and teachers colleges. The amounts which may be spent on general purposes are fixed by regulations but the boards do exercise some discretionary powers.

Secondary school boards, technical institute and teachers colleges councils as well as the free kindergarten associations and play-centre associations, as stated earlier, receive funds from the Department for educational purposes.